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Programme planning

Proposed strategic framework for the period 2016-2017

Part two: biennial programme plan

Programme 23
Humanitarian assistance

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Overall orientation

23.1 The overall purpose of the programme is to ensure the timely, coherent and coordinated and principled response of the international community to disasters and emergencies and to facilitate the transition from emergency relief to rehabilitation and development. The legislative authority and mandate for the programme are derived from General Assembly resolution 46/182, which reinforced earlier decisions and resolutions adopted by the Assembly and by the Economic and Social Council concerning humanitarian assistance and the leadership role of the Secretary-General in responding to natural disasters and other humanitarian emergencies. This mandate has been confirmed and broadened through the normative developments of resolution 46/182 over the past 20 years.

23.2 The Office for the Coordination of Humanitarian Affairs is responsible for the implementation of the programme and the achievement of its objectives. The strategy for implementing the programme revolves around the following: the development and promotion of a common policy on humanitarian issues for the United Nations system and its partners; the mobilization and coordination of assistance in humanitarian emergencies; the mobilization of United Nations capacity to expedite the provision of international humanitarian assistance; the strengthening of climate change adaptation, sustainable development and environmental policies and practices to reduce risks of disasters; advocacy on humanitarian issues; and the availability of timely information on emergencies and natural disasters. The principal responsibility for implementation of disaster risk reduction activities resides with the inter-agency secretariat of the International Strategy for Disaster Reduction. The Office for the Coordination of Humanitarian Affairs works closely with entities in the United Nations system to aid the transition from relief to rehabilitation and development. The Office also advocates for and contributes to stronger preparedness for more timely humanitarian assistance to emergencies through regional cooperation in accordance with its mandate.

23.3 To accomplish its mission, the Office for the Coordination of Humanitarian Affairs is committed to working towards greater gender equality. In line with Economic and Social Council resolution 2013/16, the Office will implement an accountability framework for gender equality to enhance and accelerate gender mainstreaming. The Office also ensures that a gender perspective is fully integrated into humanitarian activities and policies through tools such as the gender toolkit, the Inter-Agency Standing Committee Gender Handbook in Humanitarian Action and the Gender Standby Capacity (GenCap) project roster and advisers.

Subprogramme 1
Policy and analysis

Objective of the Organization: To improve the coherence of humanitarian response

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Decisions of Inter-Agency Standing Committee members and other partners are informed by humanitarian policy analysis and dialogue on change	(a) (i) Increased number of humanitarian policy priorities in the report of the Secretary-General on strengthening coordination that are discussed by Member States in the annual Economic and Social Council and General Assembly humanitarian resolution negotiations (ii) Increased number of recommendations arising from humanitarian policy and programmatic studies and reports implemented
(b) Protection of civilians issues are better addressed in country-specific resolutions of the Security Council, including mandates of peacekeeping and special political missions	(b) Increased percentage of recommendations made to the informal Security Council Expert Group on Protections of Civilians that are subsequently integrated into relevant country-specific and thematic resolutions of the Security Council

Strategy

23.4 Substantive responsibility for the subprogramme is vested in the Policy Development and Studies Branch in New York.

23.5 The Policy Development and Studies Branch in New York will continue to identify emerging humanitarian trends and challenges, building harmonized policy positions among humanitarian agencies based on international humanitarian law, human rights and the guiding principles contained in the annex to General Assembly resolution 46/182.

23.6 The Policy Development and Studies Branch will support the intergovernmental process on humanitarian issues, including by providing policy analysis on humanitarian issues and providing policy advice to country and regional offices of the Office for the Coordination of Humanitarian Affairs and the broader humanitarian system, taking into account the specific needs of the affected population, recognizing that giving appropriate consideration to, inter alia, gender, age and disability is part of a comprehensive and effective humanitarian response. The Policy Development and Studies Branch in New York will lead the development of inter-agency policies, guidance and analytical tools, as well as policy development with other partners, for delivery against humanitarian needs. In this regard, the Policy Development and Studies Branch will carry out policy analysis of emerging global challenges and trends, provide analytical publications providing recommendations for strengthened humanitarian action, hold high-level policy forums and brief humanitarian stakeholders on humanitarian issues. It will also

continue to work to ensure progress in mainstreaming a gender perspective into humanitarian assistance, and to preserve the operational space for principled humanitarian action, consistent with the 2006 note from the Secretary-General on guidance on integrated missions. The Policy Development and Studies Branch will continue to develop aides-memoires and analytical tools for political actors, such as Member States and peacekeepers, to use during crisis management to help ensure consideration of key humanitarian concerns. In addition, the Policy Development and Studies Branch will contribute to the development of training programmes and standard operating procedures to ensure that staff and other actors in emergencies are aware of key humanitarian policies, methodologies and processes and are able to apply them flexibly and appropriately in varied contexts. The Policy Development and Studies Branch will identify best practice and innovative concepts that should be disseminated widely to inform and guide policy, operational decisions and crisis management.

23.7 Moreover, the Policy Development and Studies Branch will support and promote the efforts of Governments of affected countries, upon their request, and those of other agencies, with the approval of the Government concerned, to assist and protect internally displaced persons. Support will be given for the establishment of effective planning capacity for the management of the transition from relief to reconstruction and development. In addition, efforts will be made to ensure that lessons learned from past experience are applied to the strengthening of future humanitarian assistance activities. Regular briefings will be conducted with Member States on these activities.

Subprogramme 2
Coordination of humanitarian action and emergency response

Objective of the Organization: To ensure a coherent, effective and timely humanitarian response to alleviate human suffering in natural disasters and complex emergencies

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Timely and principled decision making underpinned by empowered, competent and experienced inter-agency professionals	(a) (i) Increased percentage of humanitarian coordinators filled by members of the inter-agency humanitarian coordinator pool
	(ii) Increased percentage of humanitarian country teams that present priority needs and objectives through an agreed upon strategic response plan
(b) Increased donor funding for humanitarian action	(b) (i) Increased number of Member States contributing to inter-agency response and pooled funding mechanisms
	(ii) Increased percentage of strategic response plan's funding requirements in protracted emergencies that are at least 70 per cent funded by year end

(c) Timely and coordinated use of the Central Emergency Response Fund (CERF) in countries with new and protracted emergencies	(c) Percentage of project proposals under the rapid response window approved by the Emergency Relief Coordinator no more than three working days after their final submission

Strategy

23.8 Substantive responsibility for the subprogramme is vested in the Coordination and Response Division, the CERF secretariat and the Funding Coordination Section in New York and the Programme Support Branch and Partnerships and Resource Mobilization Branch in Geneva.

23.9 The Coordination and Response Division will provide advice to the Emergency Relief Coordinator on all aspects of operational decision-making in response to humanitarian emergencies through its link to resident and humanitarian coordinators, the emergency directors group of the Inter-Agency Standing Committee and its field offices worldwide. The Coordination and Response Division will also prepare and support current and future humanitarian leaders for their role in ensuring a principles-based, coherent, coordinated and timely humanitarian response through the identification of leadership talent; and the systematic induction, grooming and mentoring of the next generation of resident and humanitarian coordinator candidates. The Coordination and Response Division will ensure that all capacity-building efforts for resident and humanitarian coordinators include guidance on their role in the implementation of the inter-agency Transformative Agenda, in coordination with the national authorities of the affected State, as appropriate.

23.10 The CERF secretariat and the Funding Coordination Section will be actively involved in ensuring more predictable humanitarian finances to enable a prompt response to new or rapidly deteriorating crises, in particular through CERF and country-based pooled funds. While working to ensure that CERF allocations are made ever more rapidly and on the basis of sound prioritized needs assessment, the CERF secretariat will further improve the necessary performance and accountability measurements to track the Fund's added value to beneficiaries and the humanitarian system that serves them. The Funding Coordination Section will support country offices in managing country-based pooled funds to reinforce the cooperation with other humanitarian actors and establish partnerships with the civil society, national counterparts, the private sector and affected people. The Funding Coordination Section will support the coordinated and inclusive prioritization processes to direct funding towards priority needs within the consolidated and coordinated framework of strategic response plans.

23.11 The Programme Support Branch will ensure a holistic approach to the implementation of the humanitarian programme cycle by developing normative guidance and tools for coordinated needs assessments, strategic response planning, response monitoring, appeal coordination, financial tracking, cluster and inter-cluster coordination, and preparedness for response. The Programme Support Branch will support humanitarian coordinators and humanitarian country teams in implementing the humanitarian programme cycle by providing normative guidance, training and support to the field. The Programme Support Branch also facilitates the conduct of simulations to collect good practices and enhance learning with the aim to ensure that the humanitarian response is needs-based, prioritized and strategic.

The Programme Support Branch will ensure that intersectoral themes, such as resilience, gender and accountability to affected people, are mainstreamed within the humanitarian programme cycle by integrating them into normative guidance and tools. In addition, the Programme Support Branch will promote standards and innovations across the humanitarian programme cycle by developing and refining common tools, definitions or systems for the Inter-Agency Standing Committee.

23.12 The Partnerships and Resource Mobilization Branch will aim to initiate and enhance sustainable partnerships to facilitate principled and timely humanitarian response, support the mobilization of resources from new actors in support of humanitarian operations and promote strengthened and broadened relationships with Member States and regional organizations on policy and operational issues. In addition, the Partnerships and Resource Mobilization Branch will further support public-private collaboration, including strengthened collaboration with the World Economic Forum.

23.13 Finally, the Coordination and Response Division, the CERF secretariat and the Funding Coordination Section in New York and the Programme Support Branch and the Partnership and Resource Mobilization Branch in Geneva will continue to work towards the improvement of humanitarian coordination structures at the country, regional and international levels, in support of national efforts. In this regard, the Coordination and Response Division, the CERF secretariat and the Funding Coordination Section in New York and the Programme Support Branch and the Partnership and Resource Mobilization Branch in Geneva will ensure that all of their field staff and Headquarters support staff have the relevant knowledge to support the implementation of the inter-agency Transformative Agenda at the field level.

Subprogramme 3
Natural disaster reduction

Objective of the Organization: To ensure that through partnerships countries manage, reduce and prevent disaster risks in order to achieve resilience

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Increased capacity and commitment to reduce disaster risk and implement the post-2015 framework for disaster risk reduction	(a) (i) Increased number of countries adopting development frameworks, policies and national programmes to implement disaster risk reduction strategies
	(ii) Increased number of countries reporting on progress in the implementation of the post-2015 framework for disaster risk reduction
(b) Increased national capacities for post-disaster reconstruction planning at all levels	(b) (i) Increased number of countries using disaster loss accounting systems

	(ii) Increased number of countries incorporating disaster risk reduction activities into post-disaster recovery planning and operations
(c) Increased level of investments for disaster risk reduction programmes and projects	(c) Increased number of disaster risk reduction programmes and projects financed by Governments and the international community

Strategy

23.14 Substantive responsibility for the subprogramme is vested in the International Strategy for Disaster Reduction and its secretariat.

23.15 The International Strategy for Disaster Reduction is mandated to serve as the focal point in the United Nations system for the coordination of disaster reduction and to ensure synergies among the disaster reduction activities of the United Nations system and regional organizations and activities in socioeconomic and humanitarian fields.

23.16 The World Conference on Disaster Reduction in 2005 adopted the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters (see A/CONF.206/6 and Corr.1), which was endorsed by the General Assembly in resolution 60/195 and set out strategic goals and priorities for action for disaster risk reduction through 2015. Upon the request of the General Assembly in its resolutions 66/199 and 67/209, the International Strategy for Disaster Reduction will facilitate the development of a post-2015 framework for disaster risk reduction to be adopted by the third World Conference on Disaster Risk Reduction in Sendai, Japan, in March 2015.

23.17 While the post-2015 framework for disaster risk reduction will build on the Hyogo Framework for Action, it is anticipated that the strategy for implementation will require broadening the focus of work on existing disaster risk, to include focus on preventing the accumulation of new risk, thus contributing to strengthen the post-2015 sustainable development goals.

23.18 The International Strategy for Disaster Reduction will continue to advocate for risk-informed development in the public and private sectors through its wide networks of parliamentarians, local governments, donors, financial institutions, businesses, scientists and civil society and community organizations, all of which are essential in reducing disaster risk; to support cities and local communities to manage risk through the Making Cities Resilient campaign and safe school and health facility initiatives; and to update and maintain the Hyogo Framework for Action Monitor, in line with the post-2015 framework for disaster risk reduction. Regional cooperation will be supported through the further development of regional platforms for disaster risk reduction.

23.19 The United Nations funds, programmes and agencies will continue to support the development and implementation of disaster risk reduction programmes at the regional and national levels. As lead coordinator of the United Nations Plan of Action on Disaster Risk Reduction for Resilience, the International Strategy for Disaster Reduction will continue to provide substantive support to the Secretary-

General and the United Nations governance bodies. It will also continue to engage the United Nations system entities through all relevant coordination mechanisms and functions, including the United Nations Chief Executives Board for Coordination and United Nations resident coordinators, to ensure coherence within the strategies and programmes of the United Nations system.

Subprogramme 4
Emergency support services

Objective of the Organization: To expedite international humanitarian assistance to victims of emergencies and natural disasters, including environmental disasters and technological accidents

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Prompt mobilization of international emergency response mechanisms to facilitate international humanitarian assistance to victims of disasters and emergencies	(a) (i) International assistance is provided to the affected country within 48 hours of its request for international assistance (ii) Percentage of new or escalating emergencies in which coordination staff is deployed within seven days
(b) Enhanced ability of international, regional and national actors to deploy effective, well-coordinated and interoperable humanitarian response capacity within agreed frameworks	(b) Total number of interoperable international humanitarian response tools and services adapted

Strategy

23.20 Substantive responsibility for the subprogramme is vested in the Emergency Services Branch in Geneva.

23.21 Support will be provided to conflict- and disaster-affected countries through the strengthening of mechanisms for emergency response; the promotion of the membership of developing and disaster-prone countries in emergency response networks; the development and strengthening of the capacities for coordination of humanitarian response; and the improvement of mechanisms, instruments and procedures for the mobilization and coordination of international assistance in cases of natural disasters and complex emergencies.

23.22 Emphasis will be placed on ensuring the timely dissemination of information on the situation in countries affected by emergencies and disasters, including the identification of resource requirements, to relevant partners; activating emergency, disaster-response and preparedness tools to reduce the impact of emergencies and disasters; expanding the United Nations Disaster Assessment and Coordination teams in different regions; standardizing operational procedures for international urban search and rescue teams through the International Search and Rescue Advisory Group; further strengthening and diversifying the rapid response and surge mechanisms and improving the coordination between the various mechanisms; and strengthening national and regional civil-military and military-military coordination, upon the request of Member States, for more efficient and coherent support to

humanitarian relief operations, by implementing the United Nations civil-military coordination training programme. Emphasis will also be placed on increasing the extent to which the acute environmental impact of disasters is identified and addressed during the response phase, as well as on strengthening coordination in the field of humanitarian logistics and preparedness through expanded cooperation with relevant partners.

Subprogramme 5
Humanitarian emergency information and advocacy

Objective of the Organization: To ensure effective advocacy of humanitarian principles and knowledge-sharing, serving populations affected by disasters and emergencies

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Enhanced awareness of and regard for humanitarian principles and concerns	(a) (i) Increased number of print media stories covering humanitarian issues and messaging of the Office for the Coordination of Humanitarian Affairs (ii) Increased number of Facebook likes (iii) Increased number of Twitter followers
(b) Improved access to relevant information for decision making by the humanitarian community	(b) Increased number of unique visitors on ReliefWeb and Humanitarian Response web platforms

Strategy

23.23 Substantive responsibility for the subprogramme rests with the Communications Services Branch and the Information Services Branch.

23.24 The Communications Services Branch will continue to support the Emergency Relief Coordinator, other high-level officials of the Office for the Coordination of Humanitarian Affairs and the humanitarian community in advocacy aimed at encouraging Member States and parties to conflict to put humanitarian principles, as set out in General Assembly resolutions 46/182 and 58/114, into practice, and through advocacy centred around international humanitarian law, the protection of civilians in armed conflict, the access of aid workers and their safety and security. Sustained efforts will continue to be made on advocacy aimed at maintaining the distinction between civilians and combatants

23.25 The Communications Services Branch will also seek to develop further strategies to highlight forgotten emergencies and natural disasters, especially through agreed upon key messages targeting audiences through national and international media utilizing its web platform (see www.unocha.org) and by advocating jointly or independently with non-governmental organizations, civil society groups and academic institutions to highlight humanitarian crises. The Communications Services Branch will support country-specific communications responses through support in developing country and regional specific advocacy and

communications strategies, guidance and back-up. The Communications Services Branch will also provide services, including press releases, media alerts, interviews and public briefings, op-eds, crisis communication and advocacy strategy design, designed to amplify country-specific strategies and messages, thereby strengthening overall humanitarian advocacy.

23.26 Another vital aspect of the subprogramme is to provide timely and reliable information on unfolding emergencies and natural disasters in support of decision-making and humanitarian action on the ground. The Information Services Branch will further strengthen the systems for collection, analysis, dissemination and sharing of humanitarian information through expanded networks, coverage and reach. This includes updating and improving its principal websites, namely ReliefWeb, Humanitarian Response and related web services of the Office for the Coordination of Humanitarian Affairs. Partnerships with other members of the humanitarian community for information-sharing, coordination and standardization will be further enhanced. The Information Services Branch will also help establish common field information services to offer a better knowledge base for the humanitarian community.

Legislative mandates

General Assembly resolutions

46/182	Strengthening of the coordination of humanitarian emergency assistance of the United Nations
47/120 A and B	An Agenda for Peace: preventive diplomacy and related matters
52/12	Renewing the United Nations: a programme for reform
52/167	Safety and security of humanitarian personnel
60/1	2005 World Summit Outcome
62/208	Triennial comprehensive policy review of operational activities for development of the United Nations system
67/226	Quadrennial comprehensive policy review of operational activities for development of the United Nations system
68/101	Safety and security of humanitarian personnel and protection of United Nations personnel
68/102	Strengthening of the coordination of emergency humanitarian assistance of the United Nations
68/103	International cooperation on humanitarian assistance in the field of natural disasters, from relief to development

Economic and Social Council resolutions

2012/3	Strengthening of the coordination of emergency humanitarian assistance of the United Nations

2013/6	Strengthening of the coordination of emergency humanitarian assistance of the United Nations

Security Council resolutions

1894 (2009)	Protection of civilians in armed conflict
2088 (2013)	Reinforcement of the mandate of the United Nations Integrated Peacebuilding Office in the Central African Republic
2096 (2013)	Extension of the mandate of the United Nations Assistance Mission in Afghanistan
2098 (2013)	Extension of the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
2100 (2013)	Establishment of the United Nations Multidimensional Integrated Stabilization Mission in Mali
2109 (2013)	Extension of the mandate of the United Nations Mission in South Sudan
2110 (2013)	Extension of the mandate of the United Nations Assistance Mission for Iraq
2112 (2013)	Extension of the mandate of the United Nations Operation in Côte d'Ivoire
2113 (2013)	Extension of the mandate of the African Union-United Nations Hybrid Operation in Darfur
2119 (2013)	Extension of the mandate of the United Nations Stabilization Mission in Haiti
2120 (2013)	Extension of the authorization to member States of the North Atlantic Treaty Organization to maintain the deployment of the International Security Assistance Force
2124 (2013)	Extension of the authorization to member States of the African Union to maintain the deployment of the African Union Mission in Somalia
2126 (2013)	Extension of the mandate of the United Nations Interim Security Force in Abyei
2127 (2013)	Authorization to member States of the African Union to deploy the African-led International Support Mission in the Central African Republic

Security Council presidential statements

S/PRST/2013/2	Protection of civilians in armed conflicts
S/PRST/2013/15	The situation in the Middle East

Subprogramme 1
Policy and analysis

General Assembly resolutions

56/89	Scope of legal protection under the Convention on the Safety of United Nations and Associated Personnel
61/117	Applicability of the Geneva Convention relative to the Protection of Civilian Persons in Time of War, of 12 August 1949, to the Occupied Palestinian Territory, including East Jerusalem, and other occupied Arab territories
62/134	Eliminating rape and other forms of sexual violence in all their manifestations, including in conflict and related situations
63/147	New international humanitarian order
67/84	Participation of volunteers, "White Helmets", in the activities of the United Nations in the field of humanitarian relief, rehabilitation and technical cooperation for development
68/102	Strengthening of the coordination of emergency humanitarian assistance of the United Nations
68/103	International cooperation on humanitarian assistance in the field of natural disasters, from relief to development
68/143	Assistance to refugees, returnees and displaced persons in Africa
68/180	Protection of and assistance to internally displaced persons

Security Council resolutions

1894 (2009)	Protection of civilians in armed conflict
2096 (2013)	Extension of the mandate of the United Nations Assistance Mission in Afghanistan
2098 (2013)	Extension of the mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
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Security Council presidential statements

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Subprogramme 2
Coordination of humanitarian action and emergency response

General Assembly resolutions

63/147	New international humanitarian order
65/133	Strengthening of the coordination of emergency humanitarian assistance of the United Nations
68/11	The situation in Afghanistan
68/99	Strengthening of international cooperation and coordination of efforts to study, mitigate and minimize the consequences of the Chernobyl disaster
68/100	Assistance to the Palestinian people
68/102	Strengthening of the coordination of emergency humanitarian assistance of the United Nations
68/103	International cooperation on humanitarian assistance in the field of natural disasters, from relief to development

68/129	Assistance to survivors of the 1994 genocide in Rwanda, particularly orphans, widows and victims of sexual violence
68/143	Assistance to refugees, returnees and displaced persons in Africa

Security Council resolutions

1894 (2009)	Protection of civilians in armed conflict
2088 (2013)	Reinforcement of the mandate of the United Nations Integrated Peacebuilding Office in the Central African Republic
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Security Council presidential statements

S/PRST/2013/2	Protection of civilians in armed conflicts
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Subprogramme 3
Natural disaster reduction

General Assembly resolutions

54/219	International Decade for Natural Disaster Reduction: successor arrangements
63/137	Strengthening emergency relief, rehabilitation, reconstruction and prevention in the aftermath of the Indian Ocean tsunami disaster
63/217	Natural disasters and vulnerability
67/208	International cooperation to reduce the impact of the El Niño phenomenon
67/209	International Strategy for Disaster Reduction
68/102	Strengthening of the coordination of emergency humanitarian assistance of the United Nations
68/103	International cooperation on humanitarian assistance in the field of natural disasters, from relief to development
68/211	International Strategy for Disaster Reduction

Subprogramme 4
Emergency support services

General Assembly resolutions

56/99	Emergency response to disasters
60/13	Strengthening emergency relief, rehabilitation, reconstruction and prevention in the aftermath of the South Asian earthquake disaster — Pakistan
63/137	Strengthening emergency relief, rehabilitation, reconstruction and prevention in the aftermath of the Indian Ocean tsunami disaster
65/307	Improving the effectiveness and coordination of military and civil defence assets for natural disaster response
68/99	Strengthening of international cooperation and coordination of efforts to study, mitigate and minimize the consequences of the Chernobyl disaster

68/102	Strengthening of the coordination of emergency humanitarian assistance of the United Nations
68/103	International cooperation on humanitarian assistance in the field of natural disasters, from relief to development

Subprogramme 5
Humanitarian emergency information and advocacy

General Assembly resolutions

62/91	Strengthening emergency relief, rehabilitation, reconstruction and prevention in the aftermath of the Indian Ocean tsunami disaster
63/137	Strengthening emergency relief, rehabilitation, reconstruction and prevention in the aftermath of the Indian Ocean tsunami disaster
68/102	Strengthening of the coordination of emergency humanitarian assistance of the United Nations
68/103	International cooperation on humanitarian assistance in the field of natural disasters, from relief to development